DOCUMENT RESUME

ED 314 900 EC 222 058

AUTHOR	Swann, Will
TITLE	Integration Statistics--LEAs Reveal Local Variations. Centre for Studies on Integration in Education Factsheet.
INSTITUTION	Centre for Studies on Integration in Education, London (England).
REPORT NO	ISBN-1-872001-00-9
PUB DATE	89
NOTE	9p.
AVAILABLE FROM	Centre for Studies on Integration in Education, 4th Floor, 415 Edgware Rd., London, England NW2 6NB (2 pounds).
PUB TYPE	Statistical Data (110) -- Reports - Descriptive (141)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	*Disabilities; Elementary Secondary Education; *Enrollment Trends; Foreign Countries; Individualized Education Programs; *Mainstreaming; School Districts; *Special Schools; *Student Placement
IDENTIFIERS	*England

ABSTRACT

The focus of this factsheet is the variation among English local education authorities (LEAs) in the proportion of the school population placed in special schools. Statistical data are presented to show how the national proportion of pupils aged 5-15 attending special schools in England changed between 1982 and 1987. Additional data provide the percentage of segregated children, the public sector export rate, and the private sector export rate for each LEA in 1982 and 1987. Factors accounting for variations among the LEA's are discussed, along with a discussion of how segregation should be measured and the relationship between segregation inside and outside the LEA. Failure of some LEAs to develop statements of special educational needs for students placed in special schools, as required by the 1981 Education Act, is also discussed. Several cautions in interpreting the statistics are noted. It is concluded that since 1982, some LEAs have considerably reduced the level of segregation into special schools, while a smaller number have done the opposite. (JDD)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

THE CENTRE FOR STUDIES ON
CSIE FACTSHEET
INTEGRATION IN EDUCATION

ED314900
EC 222058

Integration statistics – LEAs reveal local variations

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
☑ This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY
M. Vaughan
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

By Will Swann

Summary

- Children's chances of segregation or integration still vary enormously across the country, according to this new analysis of DES statistics.
- In 1987 the smallest proportion of pupils segregated was in Cornwall (0.6 per cent of the authority's school population); the largest was Manchester (2.8 per cent).
- Three years after the 1981 Education Act was implemented, many LEAs in England and Wales were still breaking the law by failing to compile statements for children placed in special schools.

In 26 authorities, more than ten per cent of children so placed did not have statements, thus denying them the protection offered by a statement, and denying parents their rights of involvement and appeal.

In seven of these LEAs, the proportion of non-statemented pupils in special schools was more than 75 per cent.

- LEAs have also varied greatly in their changing patterns of segregation from 1982-87: Richmond showed a 40 per cent drop over this five year period in the overall proportion they segregate, while Doncaster showed an 18 per cent increase.
- Most authorities reduced the proportion of children they send away to special schools in other LEAs.
- Some LEAs considerably reduced the number of children they send to independent (non-maintained) special schools, although a smaller number have actually increased this group.
- The accuracy of the DES's presentation of its own statistics in the past is seriously questioned by the author.

Will Swann works at the School of Education, Open University.

© CSIE.

Introduction

The chances of a child with a disability or a learning difficulty attending a special school vary greatly from one part of Britain to another. Some local education authorities (LEAs) place a much larger proportion of their school population in special schools than others. Children's chances of segregation change as LEA policies change.

In some LEAs the proportion of the school population placed in special schools has fallen significantly in recent years. In other LEAs it has grown significantly. This factsheet is a detailed account of these variations between all the English LEAs. It is based on the 'statistics of segregation' which the 96 English local authorities return each year to the Department of Education and Science (DES), giving the number of pupils in special schools. Up to now these statistics have not been readily available to the general public.

Statistics such as these never speak for themselves. They always have to be interpreted, and sometimes this can be a complicated process. What they mean, and the value they have in educational policy making, are always matters for debate. But we can say with absolute certainty that in understanding the effects of policy, and in trying to promote integration, statistics do matter.

It came as a considerable shock to many when Tony Booth pointed out in 1981[1] (see Notes at end) that contrary to all rhetoric about 'trends towards integration' exactly the opposite had been happening since the 1950s. The proportion of children attending special schools had actually been rising. So, statistics can help us to check whether what we believe is happening is actually happening, and they can serve to expose vague and misleading claims. Of course they can also serve to obscure important facts, if not used with care. This happened in 1987 when the DES presented its special education statistics[2] to the House of Commons Select Committee that looked into the workings of the 1981 Education Act.

Statistics can also play a useful role in assessing the impact of policies. An LEA that claims to take integration seriously ought to be able to show that the proportion of children in its special schools is going down. If it is not, then either the LEA is not pursuing the policy it claims to, or the policy needs to be reviewed. So statistics also have a role to play in devising more effective policies. We might think of the proportion of pupils in special schools as an important 'performance indicator' for LEAs and the education system as a whole.

By using statistics we can also focus our attention on particular authorities.

Inevitably the work of some LEAs in promoting integration is better known than the work of others, and some LEAs have managed to *increase* their level of segregation since the 1981 Education Act without any great public attention. By looking at reliable figures we can single out LEAs where changes have been particularly striking, and try to understand why. This may give us a better understanding of how to foster effective integration.

But there are some things that statistics definitely cannot do. We cannot say from statistics alone that the LEA with the largest proportion of pupils in special schools is at the bottom of the 'integration league', nor that the LEA with the smallest proportion is at the top. There are a number of factors that contribute to the proportion of pupils in special schools in an LEA. The LEA's policy decisions is one of them. Another is the socio-economic make-up of the area. Many children are segregated because they experience difficulties in learning or because they are disruptive. These children are disproportionately drawn from disadvantaged social groups, so we would expect the level of social disadvantage to affect the number of children in special schools. This is one reason why **Manchester** and the **Inner London Education Authority (ILEA),** for example, have so many pupils in special schools. But it is hard to explain in these terms why, for example, the proportion of pupils in special schools in **Hampshire** in 1987 should be more than double that in **Barnsley.**

Another factor is geography. LEAs with sparse rural populations tend to have fewer special schools, although some have compensated by sending pupils to residential special schools 'out-of-county'. LEAs with concentrated urban populations have looked on special schools as a more economic proposition. This helps to explain why the shire counties, in general, have had a smaller proportion of pupils in special schools than the London and metropolitan authorities.

It is also important to remember that local authorities vary in their policies towards different groups of children. Some pursue active integration policies for some groups, such as children with visual disabilities, and not for others. The figures on which this factsheet is based cover all children in special schools, and so may obscure important differences between policies towards different groups. They may also cover up differences between the policies for primary and secondary aged pupils.

What do we know already?

The national picture

Figure 1[3] shows how the proportion of pupils aged five to 15 attending special schools in England as a whole changed between 1982 and 1987. Over this five year period, the overall level of segregation fell from 1.53 per cent to 1.41 per cent – a drop of 7.8 per cent. However, these figures can be misleading and a more accurate picture can be gained by looking at pupils who are transferred each year from ordinary to special schools.

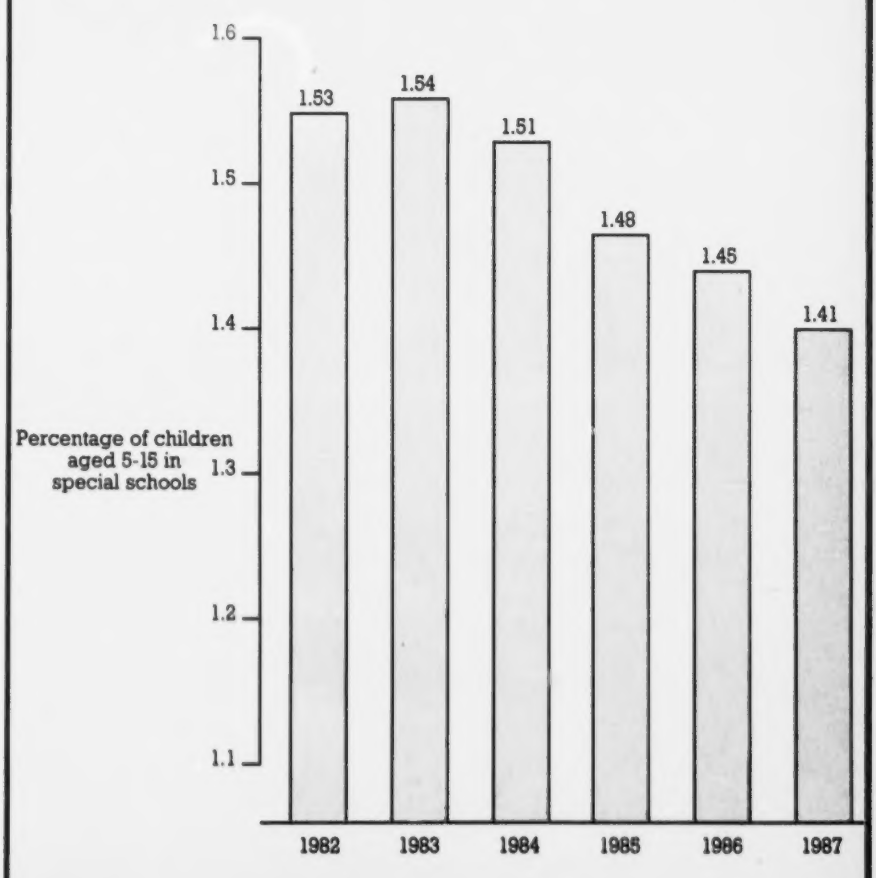
There was a substantial fall in this 'inflow' to special schools in 1983, but it increased again in the following two years[4]. In considering levels of segregation in LEAs over the same period it is important to bear this point in mind. The more accurate figures on the annual rate of inflow into special schools for each LEA are not as yet available.

The local picture

In June 1987 the House of Commons Select Committee on Education, Science and Arts published its report on the workings of the 1981 Education Act (see separate CSIE summary). The Committee reported 'wide variation among LEAs both in the percentage of pupils who are the subject of statements and in the percentage of these children who are having their needs met in primary and secondary schools'. It was sufficiently concerned to recommend that the DES should enquire into the reasons for this variation. The committee did not investigate whether LEAs also varied in the rate at which levels of integration and segregation were changing. This factsheet does.

The Select Committee's conclusions were based on information supplied to it in evidence from the DES. The accuracy of these figures was never questioned.

Figure 1
Percentage of children aged 5-15 in special schools in England, 1982-1987



Source: DES Statistics of Education (Schools)

However, close scrutiny shows them to be flawed in a number of respects. The DES gave the Committee details of the numbers and percentages of 'pupils with statements' in special and ordinary schools, for each English LEA, in 1986. Table 1 shows the details for two sample LEAs drawn from one of the tables in the DES evidence.

At first glance the figures in Table 1 appear to suggest that in 1986 **Avon** had a considerably lower level of segregation than **Oxfordshire. Avon** had more than half of its statemented pupils in ordinary schools, and the vast majority of such children in **Oxfordshire** were in special schools. For a number of reasons this is not a valid conclusion. The first is that LEAs have different policies towards statementing. Some make statements on children in ordinary schools who would not be the subject of a statement in other LEAs. **Avon** has issued many statements on children in ordinary schools, whereas **Oxfordshire** has adopted the opposite policy, issuing as few statements as possible. The more children in ordinary schools who have statements, the smaller will be the percentage of statemented children in special schools. This accounts for much of the apparent variation between the two LEAs in Table 1.

A better way to measure segregation in each LEA is to express the 'number of pupils with statements in special schools' in Table 1 as a percentage of the total school population in the LEA. In fact, the DES figures of the 'number of pupils with statements in special schools' are misleading on a number of counts:

1. *Residential schools*. Around the country are a number of non-maintained (i.e. private) residential special schools. They take pupils from a wide range of LEAs. In compiling the table, the DES treated all the pupils in these schools as if they belonged to the LEA in which the residential school happened to be based[5]. Only a few of these children would actually have belonged to that LEA. Since most non-maintained special schools are out in the country, this has the effect of making some of the shire county authorities look more segregated than they actually are.

2. *'Exported' children*. Authorities sometimes send children with special needs to special schools that belong to other authorities, and sometimes children go to non-maintained special schools. Children sent to other LEAs appear in the DES figures as if they belonged to the LEA where they are being educated, rather than the one that segregated them. Children sent to non-maintained special schools appear as if they belonged to the LEA in which their school happens to be based.

3. *'Imported' children*. Most LEAs have some children in their special schools who have been placed there by other authorities. These children are treated in the figures as if they belonged to the LEA whose school they attend, not the LEA they actually belong to.

4. *Statemented children*. The figures do not in any case reveal the true number of children *with statements* in special schools. The figures in Table 1 are derived from a form (Form 7M) which is completed by headteachers of special schools annually and returned to the DES via the LEA. The DES appears to have assumed that all children on this form have statements. The form does not ask for this information, and not all children on it do in fact have statements. This is clear from another set of figures the DES supplied to the Committee, which showed that in some LEAs most children in special schools did *not* have statements in 1986 (DES Form SEN2). For example, **Merton** recorded a total of only 58 pupils with statements on Form SEN2, yet returned a figure of 310 pupils in its special schools on Form 7M. **Hereford and Worcester** recorded a total of 52 pupils with statements, and 1506 in special schools. This is looked at more systematically later on in Table 3.

It can be seen, then, that the information supplied to the Select Committee cannot be used to measure levels of segregation in LEAs. The statistics also reveal that some LEAs had by 1986 failed to fulfil one of the most important provisions in the 1981 Act – to compile a statement of special educational needs for every child in a special school. In so doing they had denied the pupils the protection of the 1981 Act's assessment and statementing process and denied parents the right of involvement and appeal.

Table 1
Extract from the DES Evidence to the House of Commons Select Committee: two sample LEAs

LEA	Number of pupils with statements in special schools	Number of pupils with statements in primary, middle and secondary schools	All pupils with statements	Percentage of pupils with statements in special schools	Percentage of pupils with statements in ordinary schools
Avon	2282	3071	5353	42.6	57.4
Oxfordshire	1088	19	1107	98.3	1.7

Source: House of Commons, 1987, DES evidence, Appendix E, p.147

How should segregation be measured?

To measure an LEA's level of segregation into special schools we need to include three groups of children:

1. Children who are educated in the LEA's own special schools;

2. Children who are placed by the LEA in other LEAs' special schools;

3. Children who are placed by the LEA in non-maintained special schools.

We also need to ensure that we remove from the figures a fourth group – children in the LEA's special schools who are placed there by other LEAs. By adding together the first three groups and subtracting the fourth, we get an accurate measure of the number of children that the LEA has segregated. In order to be fair this number should be expressed as a percentage of the total number of pupils in the LEA. This figure is referred to in this factsheet as the *percentage of segregated children* and it measures the overall level of segregation in each LEA. (See Column 1 in Table 2.)

This percentage of segregated pupils can be subdivided into three components, corresponding to the three groups of children described above:

1. *The percentage of children segregated 'in-LEA'*. This is the number of pupils in the LEA's own special schools less the number of pupils placed in those schools by other LEAs, and expressed as a percentage of the LEA's total school population. (See Column 2 in Table 2.)

2. *The 'public sector export rate'*. This is the number of children the LEA places in other LEAs' special schools per 10,000 total school population, since the numbers are small. (See Column 3 in Table 2.)

3. *The 'private sector export rate'*. This is the number of children the LEA places in non-maintained special schools per 10,000 total school population. (See Column 4 in Table 2.)

These four columns in Table 2 have been constructed for each LEA in England for 1982 and for 1987, using figures supplied by the DES[6]. They show the variation between LEAs each year, and how LEAs differed in their segregation rates from 1982 to 1987. Significant' *decreases* in segregation between 1982 and 1987 are marked with a downward arrow (↓) after the 1987 figure; significant *increases* in segregation are shown with an upward arrow (↑)

Table 2

Percentage of Segregated Children, Public Sector Export Rate and Private Sector Export Rate in each LEA in England, 1982 and 1987

Key: ↑ = significant increase in segregation, 1982-1987
↓ = significant decrease in segregation, 1982-1987

	Col. 1 Per cent of Segregated Children		Col. 2 Per cent of Children Segregated in-LEA		Col. 3 Public Sector Export Rate (No. of children per 10,000)		Col. 4 Private Sector Export Rate (No. of children per 10,000)	
LEA	*1982*	*1987*	*1982*	*1987*	*1982*	*1987*	*1982*	*1987*
London								
Barking	1.76	1.33↓	1.15	0.93↓	21.5	22.3	38.1	17.5↓
Barnet	1.52	1.39	0.82	0.85	29.4	20.4↓	40.4	33.8
Bexley	1.79	1.73	1.03	1.00	35.2	30.3	40.8	42.3
Brent	2.23	1.79↓	1.45	1.20↓	31.5	23.7↓	47.1	35.6↓
Bromley	1.71	1.23↓	1.21	0.92↓	14.4	5.8↓	36.0	24.7↓
Croydon	1.92	1.85	1.23	1.21	21.2	16.4	47.5	47.3
Ealing	1.83	2.12↑	1.21	1.37↑	30.5	27.2	31.0	47.7↑
Enfield	1.78	1.63	1.21	1.11	29.1	29.0	28.7	22.5
Haringey	2.29	2.14	1.35	1.26	42.1	41.6	52.8	46.4
Harrow	1.57	1.74	0.80	0.95↑	22.1	23.4	54.7	55.2
Havering	1.56	1.37↓	1.14	1.03	19.7	17.9	22.3	15.7↓
Hillingdon	2.01	1.73↓	1.53	1.28↓	25.4	15.4↓	21.7	28.9↑
Hounslow	2.22	2.10	1.72	1.67	20.3	11.5↓	29.8	31.2
Kingston-upon-Thames	1.97	1.83	1.21	1.26	19.8	15.0	55.6	41.9↓
Merton	2.15	2.04	1.45	1.36	49.5	38.3	20.7	29.0↑
Newham	2.19	1.97↓	1.68	1.66	22.5	18.4	29.3	12.4↓
Redbridge	1.90	2.03	1.10	1.18	29.3	27.5	51.1	56.4
Richmond-upon-Thames	2.37	1.41↓	1.57	0.91↓	41.4	35.8	38.9	14.3↓
Sutton	2.12	2.08	1.10	1.21	37.3	31.2	64.6	55.6
Waltham Forest	2.06	1.77↓	1.82	1.57↓	17.1	10.8↓	6.7	8.8
ILEA	2.80	2.52↓	2.55	2.35↓	12.0	9.3↓	12.4	7.3↓
Metropolitan Districts								
Barnsley	1.19	0.95↓	0.96	0.77↓	12.2	8.8	11.3	9.1
Birmingham	1.87	1.76↓	1.71	1.66	7.2	2.9↓	9.6	6.9↓
Bolton	1.54	1.40↓	1.04	1.06	27.8	17.2↓	22.4	16.7↓
Bradford	1.95	1.44↓	1.76	1.37↓	5.0	4.4	14.3	3.4↓
Bury	1.63	1.39↓	1.04	0.83↓	36.3	30.0	23.1	25.9
Calderdale	0.97	1.03	0.67	0.86↑	17.0	6.6↓	13.4	10.4
Coventry	2.16	1.90↓	2.00	1.75↓	9.9	6.4↓	6.0	7.9
Doncaster	1.35	1.60↑	1.25	1.46↑	2.2	3.2	8.3	11.0
Dudley	1.52	1.49	1.24	1.23	22.9	18.3	5.3	7.9↑
Gateshead	1.69	1.73	1.44	1.52	14.7	8.9↓	10.7	11.9
Kirklees	1.25	1.15	1.03	1.00	14.3	6.5↓	7.3	8.8
Knowsley	2.24	2.42	1.79	2.06↑	25.6	19.9	19.4	16.2
Leeds	1.96	1.49↓	1.73	1.40↓	7.3	3.1↓	15.6	5.6↓
Liverpool	2.20	2.18	2.09	2.03	3.9	6.2↑	7.6	8.8
Manchester	2.95	2.80	2.69	2.52↓	8.5	5.8↓	17.4	22.2↑
Newcastle-on-Tyne	2.36	1.90↓	1.93	1.72↓	17.8	5.5↓	25.2	12.6↓
North Tyneside	1.95	1.72↓	1.36	1.42	31.9	10.8↓	26.7	19.6↓
Oldham	1.79	1.56↓	1.59	1.44	8.4	7.2	11.1	4.2↓
Rochdale	1.97	1.90	1.54	1.61	24.4	16.0↓	18.3	13.1
Rotherham	1.41	1.63↑	1.26	1.39↑	6.1	8.3	8.8	15.6↑
Salford	2.55	2.27↓	2.37	2.11↓	11.7	11.3	6.5	4.0
Sandwell	1.88	2.02	1.69	1.81	16.1	17.7	3.3	3.3
St. Helens	1.65	1.85↑	1.29	1.43	20.7	11.9↓	15.0	30.2↑
Sefton	1.34	1.25	0.98	0.92	11.3	6.4↓	24.1	27.0
Sheffield	1.93	1.33↓	1.87	1.29↓	1.7	1.0	4.8	2.8↓
Solihull	1.63	1.18↓	1.19	0.95↓	25.4	13.8↓	18.2	9.6↓
South Tyneside	1.72	1.62	1.32	1.34	22.7	12.7↓	17.6	15.3
Stockport	1.44	1.35	0.92	0.88	20.0	13.9↓	32.0	32.2
Sunderland	1.73	1.54↓	1.57	1.37↓	3.6	5.5	12.0	11.7
Tameside	1.51	1.50	1.00	1.16↑	30.8	22.2↓	20.4	11.0↓
Trafford	1.66	1.72	1.24	1.41↑	26.7	20.3	15.1	11.0
Wakefield	1.84	1.95	1.50	1.58	23.6	16.8↓	10.6	20.0↑
Walsall	1.54	1.35↓	1.41	1.26↓	9.0	5.1↓	4.5	3.3
Wigan	1.58	1.64	1.33	1.35	15.5	9.2↓	10.3	20.0↑
Wirral	1.68	1.80	1.34	1.57↑	10.3	5.8↓	23.8	17.4↓
Wolverhampton	1.68	1.40↓	1.53	1.27↓	8.5	6.5	6.6	6.3
England	1.72	1.65↓	1.53	1.47↓	10.6	7.6↓	19.4	18.1↓

Source: DES Forms 7, 7M, 8a(Schools) and 8b(Schools)

Table 2 (cont.)

Percentage of Segregated Children, Public Sector Export Rate and Private Sector Export Rate in each LEA in England, 1982 and 1987

Key: ↑ = significant increase in segregation, 1982-1987
↓ = significant decrease in segregation, 1982-1987

	Col. 1 Per cent of Segregated Children		**Col. 2** Per cent of Children Segregated in-LEA		**Col. 3** Public Sector Export Rate (No. of children per 10,000)		**Col. 4** Private Sector Export Rate (No. of children per 10,000)	
LEA	*1982*	*1987*	*1982*	*1987*	*1982*	*1987*	*1982*	*1987*
Non Metropolitan Counties								
Avon	1.85	1.79	1.60	1.64	3.8	2.5↓	20.9	12.2↓
Bedfordshire	1.52	1.60	1.30	1.38	6.6	4.9	15.5	16.6
Berkshire	1.83	1.79	1.45	1.42	11.5	10.5	26.2	26.4
Buckinghamshire	2.17	1.97↓	1.82	1.73	14.6	9.1↓	20.6	14.9↓
Cambridgeshire	1.55	1.33↓	1.41	1.24↓	2.5	1.4	11.1	7.2↓
Cheshire	1.32	1.31	1.07	0.99↓	11.3	7.8↓	13.7	23.8↑
Cleveland	2.15	1.89↓	1.98	1.79↓	5.1	2.1↓	11.7	8.4↓
Cornwall	0.66	0.62	0.45	0.45	5.2	3.8	15.6	13.6
Cumbria	1.07	0.87↓	0.90	0.71↓	3.5	1.6	14.2	14.9
Derbyshire	1.44	1.30↓	1.23	1.15↓	11.4	5.5↓	9.0	10.0
Devon	1.77	1.75	1.38	1.35	1.0	0.6	38.0	39.0
Dorset	1.61	1.65	1.31	1.35	2.6	1.5	28.0	27.9
Durham	1.42	1.28↓	1.21	1.11↓	10.3	7.5↓	10.6	8.9
East Sussex	1.97	2.02	1.47	1.66↑	6.5	6.8	43.5	28.7↓
Essex	1.56	1.57	1.29	1.25	9.4	8.2	17.8	24.2↑
Gloucestershire	1.88	1.79	1.54	1.62	7.0	2.5↓	26.6	14.6↓
Hampshire	2.00	2.22↑	1.57	1.78↑	8.5	4.9↓	34.3	38.6↑
Hereford and Worcester	1.39	1.55↑	1.18	1.33↑	6.6	5.4	15.2	15.5
Hertfordshire	1.82	1.66↓	1.57	1.39↓	5.4	5.0	19.3	21.8
Humberside	1.23	1.16	1.12	1.05	4.8	3.3↓	6.2	7.3
Isle of Wight	1.64	1.65	1.37	1.39	2.2	0.6	24.4	24.7
Kent	1.60	1.82↑	1.31	1.51↑	3.4	3.0	25.4	27.4
Lancashire	1.86	1.92	1.54	1.59	6.9	5.6	24.5	27.1↑
Leicestershire	1.09	1.03	0.98	0.96	4.5	1.6↓	7.0	5.5
Lincolnshire	1.69	1.66	1.43	1.44	5.9	3.2↓	20.1	19.1
Norfolk	0.92	1.05↑	0.82	0.90↑	3.9	3.3	6.7	11.3↑
North Yorkshire	1.36	1.38	1.01	1.12↑	13.1	8.9↓	21.6	17.0↓
Northamptonshire	1.67	1.56↓	1.50	1.42	4.0	4.1	12.7	10.6
Northumberland	1.48	1.39	1.26	1.18	10.0	10.2	12.1	10.5
Nottinghamshire	1.69	1.80↑	1.51	1.62↑	4.5	4.4	13.4	14.0
Oxfordshire	1.51	1.24↓	1.12	1.09	6.1	2.3↓	32.5	13.0↓
Shropshire	1.25	1.23	1.04	1.07	10.0	5.8↓	11.2	9.7
Somerset	1.63	1.33↓	1.33	1.07↓	4.6	3.3	25.4	22.6
Staffordshire	1.48	1.42	1.30	1.32	8.4	5.1↓	9.2	5.3↓
Suffolk	1.09	1.13	0.82	0.84	7.2	5.4	19.8	23.4↑
Surrey	2.29	1.98↓	1.69	1.62	13.4	8.7↓	46.8	27.1↓
Warwickshire	1.86	2.09↑	1.55	1.73↑	14.8	15.6	17.0	21.1↑
West Sussex	1.39	1.52↑	1.13	1.27↑	6.4	3.1↓	19.5	22.6
Wiltshire	1.24	1.29	0.87	0.95↑	9.0	4.9↓	28.4	28.8
England	1.72	1.65↓	1.53	1.47↓	10.6	7.6↓	19.4	18.1↓

Source: DES Forms 7, 7M, 8a(Schools) and 8b(Schools)

The overall level of segregation

(See column 1 in Table 2)

In 1987, the LEA with the highest percentage of segregated pupils was **Manchester,** with 2.80 per cent. The LEA with the lowest percentage was **Cornwall,** with 0.62 per cent (see Col. 1 in Table 2). Only three LEAs had less than one per cent of segregated children in 1987 – **Barnsley, Cumbria** and **Cornwall.** Fifteen authorities had more than two per cent of segregated children. Nearly half of these were in London: **Ealing, Haringey, Hounslow, Merton, Redbridge, Sutton** and **ILEA.** Five of these fifteen LEAs were in the other big conurbations: **Knowsley, Liverpool, Manchester, Salford** and **Sandwell.** The other three were shire counties: **East Sussex, Hampshire** and **Warwickshire.** But the majority of LEAs (78) had between one and two per cent of children in special schools.

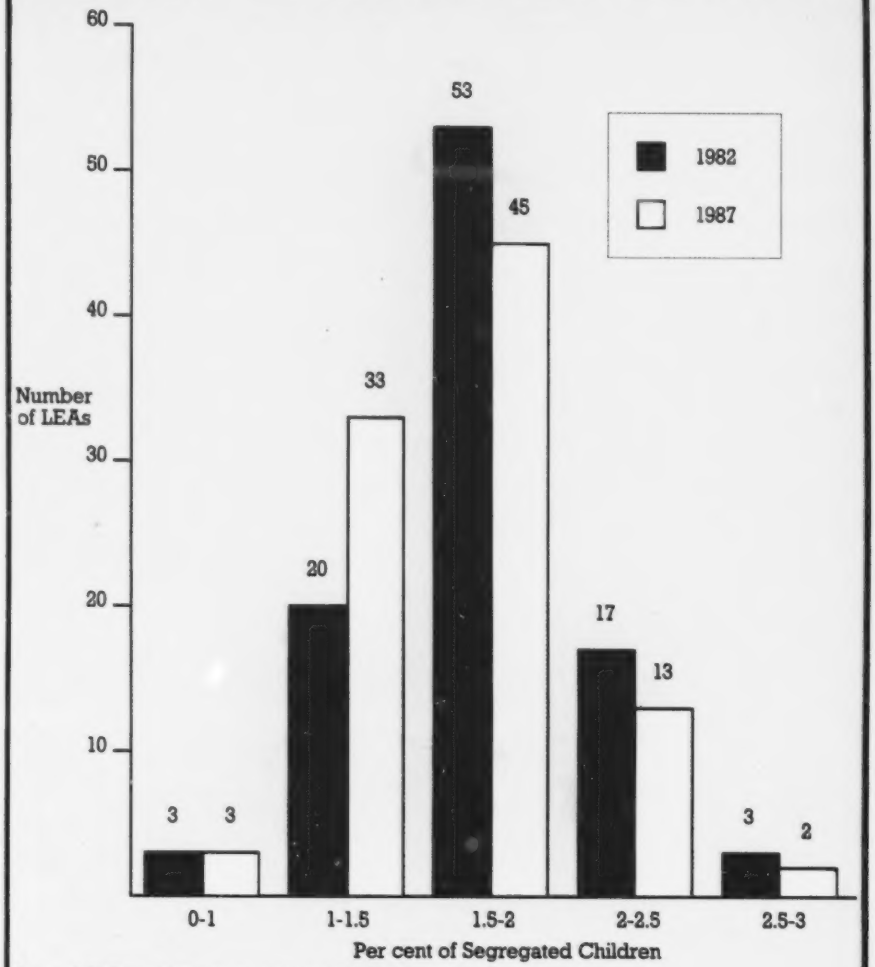
Figure 2 summarises these findings and sets them against the pattern for 1982. It is clear that there was an overall decline in segregation between 1982-87.

The number of LEAs with more than 1.5 per cent of segregated children *fell*. On the other hand, the number of LEAs with between one and 1.5 per cent of segregated children *rose*. This suggests that although some LEAs have managed to reduce segregation, they have been unable to reduce it to below one per cent, since the number of LEAs with less than one per cent of segregated children remained the same.

While these findings suggest that there has been an overall decline in segregation, they also mask important differences between LEAs. In some, the percentage of segregated pupils has fallen; in others it has risen. There were significant falls in the overall level of segregation in 36 out of 96 LEAs. They range from a fall in segregation of 40.5 per cent in **Richmond-upon-Thames,** to a fall of 6.2 per cent in **Northamptonshire.** In eight LEAs overall segregation fell by more than 20 per cent. These were: **Barking, Bromley, Richmond, Barnsley, Bradford, Leeds, Sheffield** and **Solihull.** In 30 LEAs the fall was by more than 10 per cent.

But there were significant *increases* in overall segregation in 11 LEAs. They range from a growth of 18.5 per cent in **Doncaster,** to a growth of 6.6 per cent in **Nottinghamshire.** These eleven LEAs were: **Ealing, Doncaster, Rotherham, St. Helens, Hampshire, Hereford and Worcester, Kent, Norfolk, Nottinghamshire, Warwickshire** and **West Sussex.**

Figure 2
Distribution of LEAs by Per cent of Segregated Children



Source: DES Forms 7, 7M, 8a(Schools) and 8b(schools)

Segregation outside the LEA

(See columns 3 and 4 in Table 2)

LEAs vary enormously in the proportion of children they place in special schools *outside* their boundaries. In 1987, **Haringey** had the highest proportion of pupils sent to other LEAs' special schools, at 41.6 per 10,000. (This is the public sector export rate – see Col. 3.) **Devon** and the **Isle of Wight** has the lowest rates, at 0.6 per 10,000. Not surprisingly, the LEAs that make most use of other authorities' special schools are in urban areas, especially in London. These authorities are generally small and other LEAs' special schools are close at hand. All five authorities with a public sector export rate of more than 30 per 10,000 children are in London: **Bexley, Haringey, Merton, Richmond** and **Sutton.**

The highest proportion of pupils sent to non-maintained (private) special schools in 1987 was 56.4 per 10,000 (i.e. just over half a per cent), in **Redbridge.** (This is the private sector export rate – see Col. 4.) The lowest was 2.8, in **Sheffield.** Again, the

Figure 3
Distribution of LEAs by Public Sector Export Rate

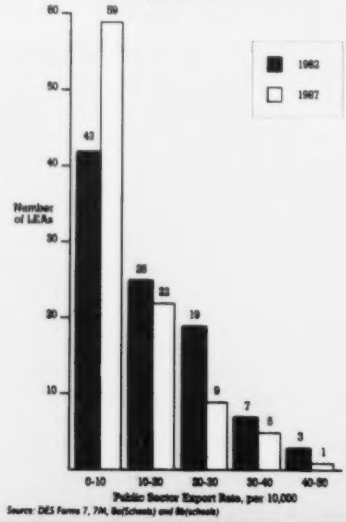
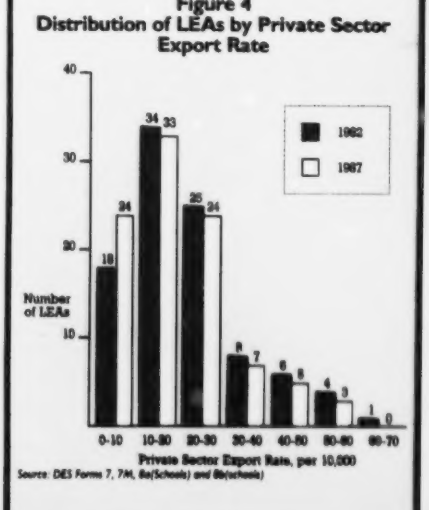


Figure 4
Distribution of LEAs by Private Sector Export Rate



heaviest users of private special schools are urban LEAs, mostly in London. Fifteen authorities have a private sector export rate of more than 30 per 10,000 children in 1987: **Barnet, Bexley, Brent, Croydon, Ealing, Haringey, Harrow, Hounslow, Kingston, Redbridge, Sutton, St. Helens, Stockport, Devon** and **Hampshire.** Eleven of these are in London.

The distributions of LEAs' public and private sector export rates for 1982 and 1987 are shown in graphic form in Figures 3 and 4.

Across the country, public and private sector export rates both fell significantly between 1982 and 1987. The national public sector export rate was 10.6 per 10,000 in 1982 and 7.6 in 1987 (a reduction of 28 per cent). The national private sector export rate was 19.4 in 1982 and 18.1 in 1987 (a reduction of 7 per cent). So in general LEAs were more successful in reducing the proportion of children they placed in other LEAs' special schools than they were in reducing the number of children they placed in non-maintained (i.e. private) special schools. One reason for this may be that children attending non-maintained special schools, most of them residential, tend to have more serious difficulties than those placed by an authority in other LEAs' special schools.

Most LEAs followed the national trend by reducing the number of pupils they placed outside their boundaries. There were significant falls in the public sector export rate across half of the country. Only one LEA significantly *increased* its public sector export rate: **Liverpool.**

The pattern is much more diverse when we look at the private sector export rate. Just over half the LEAs followed the national trend of sending a smaller proportion of pupils to private special schools. In 29 LEAs there was a significant cut in the rate. In eight, the reduction was greater than 50 per cent: **Barking, Newham, Richmond, Oldham, Bradford, Leeds, Newcastle-upon-Tyne** and **Oxfordshire.** But 16 LEAs significantly *increased* the proportion of pupils they sent to these non-maintained special schools. In seven LEAs the growth towards the private sector was greater than 50 per cent: **Ealing, Rotherham, St. Helens, Wakefield, Wigan, Cheshire** and **Norfolk.**

The relationship between segregation inside and outside the LEA

How did some LEAs manage to cut the percentage of children that they segregate? A detailed answer to this question is beyond the scope of this factsheet, but we can learn something by looking at the three components of segregation in Table 2 alongside each other. There were significant cuts in the overall level of segregation (col. 1) in 36 LEAs. Most of them – 24 LEAs – achieved this by cutting all three components: segregation into their own special schools, into other LEAs' special schools and into the non-maintained sector. The remaining 12 cut two of these three components, but increased the other.

This suggests some consistency of approach in many LEAs. For example, **Cleveland** cut its percentage of segregated pupils by 12 per cent. It did this by cutting the level of segregation in its own special schools by 10 per cent, its private sector export rate by 28 per cent, and by cutting its public sector export rate to almost zero. **Brent** cut its percentage of segregated pupils by 20 per cent by reducing in-LEA segregation by 17 per cent, and both its public and private sector export rates by 25 per cent.

The pattern of larger reductions in segregation to schools outside the LEA was repeated in several other LEAs. But there are interesting exceptions. One is **Hillingdon:** despite cutting its overall level of segregation by 14 per cent, Hillingdon *increased* the proportion of pupils it placed in non-maintained special schools by 33 per cent. This pattern is particularly unexpected given the very high costs of educating children in private special schools.

In 11 LEAs the overall level of segregation rose significantly. All of these LEAs did this by *increasing* segregation in their own special schools and in non-maintained special schools. Three of these LEAs – **Doncaster, Rotherham** and **Warwickshire** – also increased segregation into other LEAs' special schools.

Finally, there are a number of LEAs where the private sector export rate was significantly *reduced*, but where segregation into the LEA's own special schools *rose*. For example, **Tameside** cut its private sector export rate significantly by 46 per cent, but increased the proportion of pupils in its own special schools by 17 per cent to leave no significant change in the overall level of segregation. This pattern was repeated in **Kingston-upon-Thames, Wirral, Avon, East Sussex, Gloucestershire, North Yorkshire** and **Staffordshire.** These LEAs may have succeeded in reducing segregation outside their area by increasing segregation in their own special schools. They are, however, in a minority. Most LEAs which cut their private sector export rate did so as part of a broader cut in overall segregation.

How many segregated pupils do not have statements?

The DES evidence to the Select Committee shows that some LEAs were placing a large number of children in special schools without statements of special educational needs, contrary to the requirements of the 1981 Education Act. It is unreasonable to expect that every segregated pupil would have a statement whenever DES forms have to be completed. Some pupils may be placed in a special school as a temporary measure, for example. On the other hand, it would be reasonable to be concerned if more than, say, ten per cent of pupils in special schools at any one time did not have statements. Table 3 lists, for 1986, all the LEAs in which more than ten per cent of segregated pupils did not have statements. (Note: The information in this table relates to a year earlier (1986) than Table 2.) In seven cases, *more than three-quarters* of the pupils in special schools did not have statements. This happened in **Merton, Solihull, Manchester, Wigan, Doncaster, Gloucestershire** and **Hereford and Worcester.**

These findings are both surprising and worrying. LEAs have a duty under Section 7(1) of the 1981 Education Act to make a statement of special educational needs for any child they have assessed under Section 5 of the Act, if that assessment leads them to conclude that they should 'determine the special educational provision to be made' for that child. *Any* child placed in a special school would fall under this heading.

It appears that in 1986, three years after the Act was fully implemented, more than one in four LEAs were in breach of this part of the Act's provisions to some degree, and seven LEAs were breaking

the law on a very large scale. Whatever the reasons, this cannot be an acceptable state of affairs. Large numbers of children were denied, and may still be denied the much vaunted protection of a statement, and large numbers of parents were denied their rights of appeal at both local and national levels. It is also a matter of great concern that neither the House of Commons Select Committee nor the DES appeared to have noticed this problem.

Table 3
LEAs where more than 10 per cent of children segregated in special schools in 1986 did not have statements

LEA	Percentage of children in special schools without statements
Cheshire	11.0
Croydon	12.2
Cumbria	11.5
Doncaster	86.4
Ealing	25.8
Gloucestershire	89.3
Herefordshire and Worcester	97.2
Hertfordshire	10.7
Hounslow	45.3
Knowsley	50.1
Lancashire	10.5
Leeds	36.9
ILEA	11.3
Manchester	88.7
Merton	88.8
Nottinghamshire	14.7
Rochdale	10.1
Salford	23.3
Sheffield	22.1
Shropshire	14.5
Solihull	81.1
Sutton	47.8
Trafford	48.5
Waltham Forest	19.8
West Sussex	16.9
Wigan	82.8
(26 LEAs)	

Source: DES Forms SEN2, 7M, 8a(Schools) and 8b(Schools)

Conclusions

- **Children's chances of segregation (and integration) vary a great deal from one part of the country to another;**
- **Since 1982, some LEAs have considerably reduced the level of segregation into special schools, but a smaller number have done the opposite;**
- **Since 1982, most LEAs have reduced the proportion of children they send to special schools in other LEAs;**
- **Since 1982, some LEAs have considerably reduced the proportion of children they send to non-maintained special schools, but a smaller number have done the opposite;**
- **Three years after the 1981 Education Act was fully implemented, a number of LEAs were breaking the law by failing to make statements of special educational needs on a large number of children in special schools.**

One might argue that making a statement on a child amounts to little more than a costly, bureaucratic waste of time, so we should not criticise LEAs who have failed to make statements on children in their special schools. Perhaps they are spending their money to better effect on other aspects of special education. There is some force in this argument. But if it does hold good, then it is for Parliament, and not LEA professionals and officers to decide.

The law at present is quite clear: children in special schools should have statements. Even if statements do sometimes waste time, it is generally because LEAs have not found a way to turn them into effective educational documents. Some LEAs have succeeded in doing this. And even if a statement is not useful in this way, it is one of the few legal levers that parents have on LEAs when they believe their child is not getting an appropriate education.

Parents who have children in special schools without statements are denied their legal rights of appeal. We do not know whether the LEAs concerned have continued to put children in special schools without statements, or whether they have, since 1986, caught up with their legal duties. It is up to the DES, through its circular on assessments and statements to ensure that LEAs comply with the law.

The variation in levels of segregation from one LEA to the next is entirely within the law. Indeed it is just what we would expect the results of such a permissive part of the law as Section 2 of the 1981 Education Act to be: LEAs have been left to develop their own policies. But the extent of variation is hard to justify on any reasonable grounds. It must be undesirable that children's chances of being educated in the mainstream, or not, should depend in part on where they live. Of equal concern is the fact that some LEAs have become *more segregated* since 1982, during a period when so much time and energy across the country was devoted to developing effective integration. This cannot bode well for the future of special education policies in these LEAs in the much changed conditions under the 1988 Education Reform Act.

But figures on their own are never the full story. Behind the statistics, each LEA has a unique history, unique circumstances and unique personalities. To understand what is going on in a particular LEA, the statistics need to be supplemented by information on local conditions. What the statistics offer is a way of beginning to ask questions about how policy works and what its effects are in each LEA. It is for those with local knowledge to use this factsheet to aid their own investigations, and to help create effective integration policies.

Notes

1. BOOTH, T. (1981) 'Demystifying integration', in SWANN, W. (ed.) *The Practice of Special Education*, Oxford, Basil Blackwell.
2. HOUSE OF COMMONS (1987) *Special Education Needs: implementation of the Education Act 1981*. Third Report from the House of Commons Education, Science and Arts Committee, London, HMSO. (Appendix E to the DES evidence.)
3. This figure is based on national statistics, and so is not comparable with the data in Table 2.
4. SWANN, W. (1987) 'Trends in special school placement to 1986: measuring, assessing and explaining segregation', *Oxford Review of Education*, Vol 14 (2), pp. 139-161.
5. DES, personal communication.
6. The figures are derived from four forms returned annually to the DES by LEAs. Form 7 and Form 7M give the total number of pupils in ordinary and special schools respectively. Form 8a(Schools) gives the number of pupils placed in other LEAs' special schools and the number of pupils belonging to other LEAs placed in the LEA's own special schools. Form 8b (Schools) gives the number of children placed in non-maintained special schools, and in independent schools for special educational treatment. I am indebted to the staff of the Statistics and Finance branches of the DES for the supply of the data.
7. 'Significant' in this factsheet means statistically significant. Statistical significance is measured in this study using the normal approximation to the binomial distribution. All results shown as significant are significant at $p<0.02$, two tailed. This fairly stringent test was chosen given the large total number of comparisons.

CSIE
ISBN 1 872001 00 9
© Copyright CSIE, 1989

4th Floor · 415 Edgware Road
London · NW2 6NB
Telephone: 01-452 8642
Typesetting: Paragraphic SE1 0QR
Registered Charity 327805 · Registered Company 2253521
Printing: Contone N11 3EU